Memphis City Council Summary Sheet Template 8-28-12



Memphis City Council Summary Sheet

1. Description of the Item (Resolution, Ordinance, etc.)

Two resolutions related to a plan for former Cleaborn Homes and Locke Elementary School. Resolution to approve a Memphis Housing Authority renewal plan for former Cleaborn Homes and former Locke Elementary. State Law requires that the full council meeting is a public hearing so the second resolution is to establish a public hearing related to the approval of the plan.

2. Initiating Party (e.g. Public Works, at request of City Council, etc.)

Housing and Community Development

- 3. State whether this is a change to an existing ordinance or resolution, if applicable.

 N/A
- 4. State whether this requires a new contract, or amends an existing contract, if applicable.

N/A

5. State whether this requires an expenditure of funds/requires a budget amendment. No.



RESOLUTION A RESOLUTION ADOPTING A REDEVELOPMENT PLAN FOR CLEABORN POINTE

WHEREAS, the Memphis Housing Authority (hereinafter referred to as "MHA" or "the MHA") is a body politic and corporate, organized pursuant to T.C.A. § 13-20-101, et seq. and established for the purpose of providing safe, sanitary, and affordable housing for the citizens of Memphis, Tennessee; and

WHEREAS, the City of Memphis Division of Housing and Community Development (hereinafter referred to as "HCD") is a duly established division of the City of Memphis Government, dedicated to the removal of slum and blight in the City of Memphis, through the social and physical improvement of neighborhoods and communities throughout the City; and

WHEREAS, the Memphis Housing Authority has undertaken vigorous efforts to increase the quality of housing stock for its constituents as well as the City of Memphis; and

WHEREAS, the Memphis Housing Authority has been awarded \$22,000,000.00 (Twenty-Two Million Dollars and No/Cents) and has secured additional public and private financing for the redevelopment of the Cleaborn Homes public housing site; and

WHEREAS, the Memphis Housing Authority, in conjunction with the Division of Housing and Community Development has created a plan for the redevelopment of the housing development formerly known as Cleaborn Homes (now called Cleaborn Pointe), as well as a parcel once occupied by Locke Elementary School, and in that connection, pursuant to T.C.A. § 13-20-201 et seq., has created a redevelopment plan for the proposed Cleaborn Homes/Cleaborn Pointe Redevelopment Area; and

WHEREAS, in furtherance of the goals of both MHA and HCD to provide safe, sanitary, and affordable housing, to remove slum and blight, and to enhance economic growth and development in the Memphis area, the MHA and HCD have enlisted and received the support of several community partners, including the State of Tennessee to undertake a significant community revitalization plan; and

WHEREAS, T.C.A. § 13-20-211 provides that a redevelopment or urban renewal plan shall be "undertaken in accordance with an urban renewal plan for the area of the project" and in that connection, said plan is required to set forth certain statutorily required criteria, including, but not limited to; land acquisition, demolition and removal of structures, redevelopment and rehabilitation plans, land uses, and other public improvements; and

WHEREAS, pursuant to T.C.A. § 13-20-201 et seq. any plan for redevelopment must be approved by the legislative body for the municipality wherein the development of the plan has been sought; and

WHEREAS, the Memphis Housing Authority is desirous of undertaking this effort for its constituency, as well as for the citizens of Memphis, Tennessee.

NOW, THEREFORE BE IT RESOLVED, by the Council of the City of Memphis has reviewed the findings of the Memphis Housing Authority and the Division of Housing and Community Development as outlined herein.

BE IT FURTHER RESOLVED, by the Council of the City of Memphis that the redevelopment of public housing, the establishment of stable neighborhoods, and the economic development of communities are all essential undertakings for the City of Memphis, and that in that connection, are in the best interested of the citizens of Memphis.

BE IT FURTHER RESOLVED, by the Council of the City of Memphis, that the facility formally known as Cleaborn Homes and the former Locke Elementary School is declared as a slum and blighted areas as defined by T.C.A. § 13-20-201.

BE IT FURTHER RESOLVED, by the Council of the City of Memphis that the Cleaborn Homes Redevelopment project is hereby established and shall be implemented by the Memphis Housing Authority, and the City of Memphis' Division of Housing and Community Development, subject to all statutory and regulatory directives relevant thereto.

BE IT FURTHER RESOLVED, that the Council of the City of Memphis acknowledge the completion of a proposed redevelopment plan for the former Cleaborn Homes housing facility by the Memphis Housing Authority and the Division of Housing and Community Development.

BE IT FURTHER RESOLVED, that MHA and HCD will work together to further the goals and objectives of the Cleaborn Homes redevelopment.

BE IT FURTHER RESOLVED, the Council for the City of Memphis finds that in addition to the elimination of blight from the project area, the redevelopment plan shall further promote the public welfare and proper redevelopment of the community.

BE IT FURTHER RESOLVED, that the Director of the Division of Housing and Community Development shall provide periodic updates and presentations of the progress of the redevelopment plan to the Memphis City Council and the MHA Board of Commissioners no less than quarterly, until the redevelopment is in existence.

BE IT FURTHER RESOLVED, that this Resolution shall take effect from and at its adoption, the welfare of the City of Memphis requiring it.



RESOLUTION

A RESOLUTION ESTABLISHING A PUBLIC HEARING DATE FOR ADOPTIONG OF THE REDEVELOPMENT PLAN FOR THE CLEABORN HOMES AREA

WHEREAS, A plan has been prepared for Area A and B of the Cleaborn Homes Neighborhood. Area A is located in the area bounded by South Lauderdale on the West, Grace Alley and Bowdre Alley on the north, and Unnamed Alley and Orleans on the east and Georgia Avenue on the south. The established boundaries for Area B of the Cleaborn Pointe at Heritage Landing Redevelopment Area are lots 5-11 of the Trezevant Subdivision between Orleans on the West, St. Paul on the South, Boyd on the East, and Vance Avenue Elementary School on the North and,

WHEREAS, The Urban Renewal Plan for the Cleaborn Homes Area was completed by the Memphis Housing Authority in cooperation with the Division of Housing and Community Development and its development partners, Pennrose Properties, Durvernay and Brooks, and Community Capital pursuant to Tennessee Code Annotated 13-20-201 through 13-20-216, reviewed and found it to be consistent with current city policies; and

WHEREAS, the Division of Housing and Community Development and the Memphis Housing Authority reported its recommendations to the City Council Housing and Community Development Committee regarding the objectives, standards and criteria, and the effect of adopting this plan; and

WHEREAS, The plan studied the general property conditions, the availability of public facilities, transportation elements, land use compatibility, and established recommendations regarding the land use and other matters pertaining to public safety and general welfare; and

WHEREAS, Three or more public meetings were held in the Cleaborn Homes

Community since 2009 when the HOPE VI application was submitted to the U.S.

Department of Housing and Urban Development to receive public input toward the revitalization of the area at which the findings, recommendations, and a plan for the area were presented.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF MEMPHIS, TENNESSEE, that a public hearing on the adoption of the "Redevelopment Plan for the "Cleaborn Pointe Area" shall be a part of and held during the February 19, 2013 Memphis City Council Meeting.

Resolution Log January-13

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Department CD90030
Resolution Cleaborn Po
Originated Department Resolution Description 1/18/2013 CD90030 Cleaborn Pointe/HOPE IV
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Legal's Director's Signature Signature 1/18/2013 1/18/2013
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Date Forwarded to Budget Office 1/22/2013
Agenda Date 02/05/13



Received by Budget office:

Signature

Cleaborn Pointe Renewal Plan



January 2013

CLEABORN POINTE RENEWAL PLAN

I. LEGAL DESCRIPTIONS

Refer to Map Exhibits for the proposed boundaries of the redevelopment area.

Area A:

Beginning from the northeast corner of the intersection of St Paul Ave & Lauderdale Street north to the intersection of Bowdre Alley. Then east along the centerline of Bowdre Place to Bishop Ratliff Place. Then north aslong the centerline of Bishop Ratliff Place to the intersection of Bowdre Place. Then east along Bowdre Place to the intersection of Unnamed Alley. Then south along Unnamed Alley to the intersection of Kings Alley. Then east to the intersection Unnamed Alley. Then south along Unnamed Alley to the intersection of St Paul Avenue. Then east along St Paul Avenue to the intersection of Orleans Street. Then south along Orleans Street to the intersection of Georgia Avenue. Then west along Georgia Avenue to the Memphis City Schools property known as the Martin Luther King Educational Center .Then along the eastern and northern property line along the perimeter of the property to South Lauderdale Street. Then north along Lauderdale Street to the intersection of St Paul Avenue. Total Acreage: +/- 26 Acres

Area B:

Lots 5-11 of the Trezevant Subdivsion, An unrecorded subdivision in Shelby County, Tennessee. Formerly the site of W. Alonzo Locke Elementary School. Total Acreage: 1.38

II. CHARACTERISTICS OF BLIGHT IN THE REDEVELOPMENT AREA

The Cleaborn Pointe Redevelopment Area is a blighted area with many parts meeting the more severe definition of slum which are characterized by

dilapidated, deteriorated buildings, obsolete platting and building types, poor sanitation, lack of open space, and conditions that endanger public health. The following will detail the existence of these conditions within the Cleaborn Pointe Redevelopment Area.

A. Slum Conditions

Evidence of Property Deterioration and Abandonment

The extremely dilapidated condition of properties surrounding the Cleaborn Pointe development is plainly evident in a drive through of streets surrounding the development. On all sides are single and multifamily buildings in disrepair. Many are vacant and occupied by squatters. Several lots in the neighborhood are vacant and overgrown with weeds and trash and debris. The City of Memphis has pursued owners for code violations with limited success due to the difficulty of locating absentee owners. Many of the properties are in tax delinquency. The overall revitalization plan for the Cleaborn Homes neighborhood will pursue the redevelopment of the former public housing site and former Locke Elementary School site.

Infrastructure in the Cleaborn Pointe area is in extremely poor condition. The Little Betty Bayou flows through the neighborhood inside an enclosed culvert. This culvert has fractured which has caused damage to the former structures that have been razed. Curbs and gutters are in poor condition. The street that runs through the center of the development, St Paul Avenue is undersized and is the only connection to reach either Lauderdale Street on the west and Orleans Street on the east. At the Locke Elementary School site, there are signs of vandalism at the school building. It has been stripped of copper and other fixtures and is exposed to the elements. The building not being secured is a hazard to young children from the Child Development Center across the street and is a potential haven for crime and squatters.

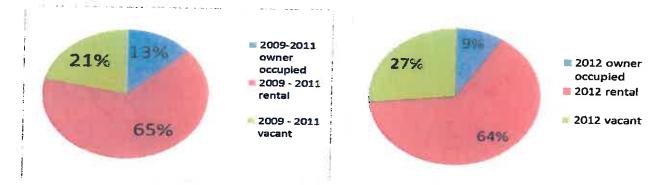
Evidence of Underutilization of Surrounding Property

Properties throughout the neighborhood surrounding the Cleaborn Pointe and Locke Elementary Schools site are clearly underutilized. In any given block there is incompatibility between land uses, from small single-family homes to multistory multi-family and scattered commercial uses, with no consistent pattern.

Evidence of Neighborhood Disinvestment

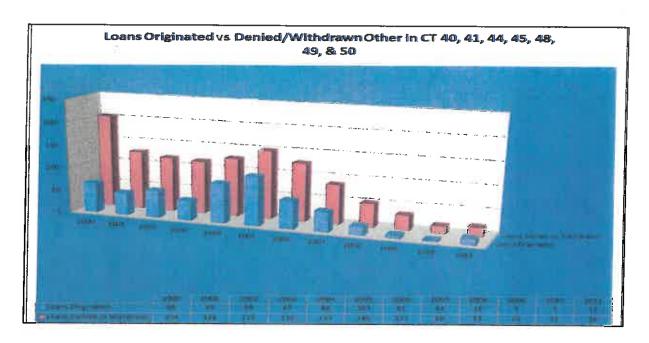
Three additional measures that demonstrate neighborhood disinvestment surrounding Cleaborn Homes and Locke Elementary are owner-occupancy, vacant housing units, and mortgage lending patterns. The census tracts that make up 38126, the zip code in which Cleaborn Pointe and Locke Elementary are located, were 40, 41, 44, 45, 48, 49 and 50. However, in 2010, the Census Tracts in this area have been consolidated to Tracts 45, 50, 114, and 116.

From 2009 through 2011, homeownership dropped from 13% to 9%. Vacant homes have increased from 21% to 27% over the same period. This represents a 6% decrease in homeownership and an increase in vacancy of 6%.



	Avg. Sales Per Zip Code for Year End 2012	Avg. Sales Per Zip Code for Year End 2011
Shelby County	453	382
38126 - South		
Memphis	17	11

Chandler Reports Sales YTD by Zip Code



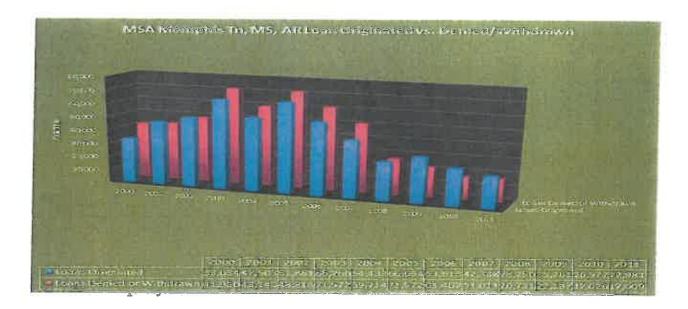
Lending Patterns

While other areas in the metropolitan Statistical Area show a relatively active loan origination atmosphere, activity in the Cleaborn Pointe renewal area is relatively non-existent.

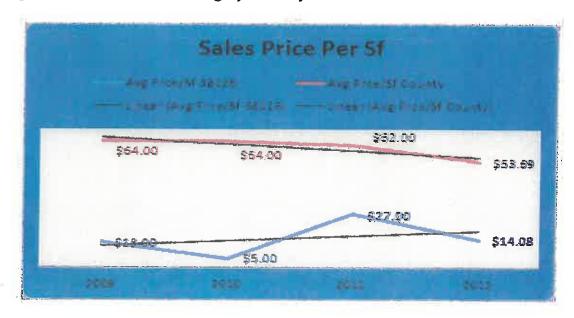
An analysis of the Home Mortgage Disclosure (HMDA) Act Data for the area surrounding Cleaborn Pointe and Locke Elementary shows little or no investment in terms of FHA, FSA/RHS, VA or conventional loans for refinancing, or home improvement loans. The graphics show loans originated in the Census Tracts surrounding Cleaborn Pointe and Locke Elementary as well as loans that were not made for a variety of reasons. These reasons, according to reporting institutions, are reported to be that the loans were not accepted, denied, application, withdrawn and files withdrawn for incompleteness.¹ According to HMDA data we can see that little or no capital is available in this area.²

¹ These are reported by the lenders themselves.

² Source: http://www.ffiec.gov/hmda/online rpts.htm



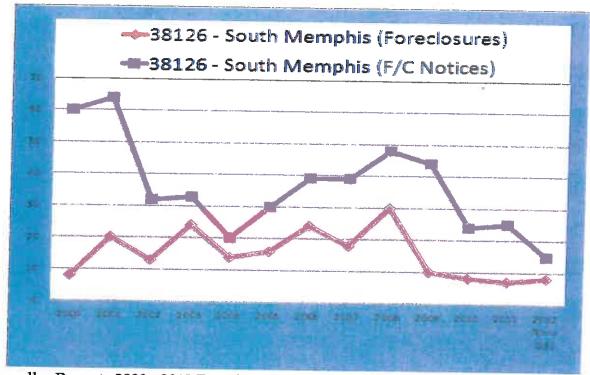
Except for one aberration, property values continue to decline. This makes the likelihood of private capital being attracted to the area without some sort of government intervention highly unlikely.



Source FFIEC

Foreclosure Crisis

While foreclosures and foreclosure notices have been dropping in this area, the level of homeownership in the area is negligible. Ownership in the area continues to decrease and the quality of rental property is below par. Banks have slowed foreclosure simply because there are few owner-occupied homes to foreclose within in 38126.



Chandler Reports 2000 - 2012 Foreclosures vs. Notices

2012 Lending Study

In 2012, the Center for Community Building and Neighborhood Action (CBANA) in partnership with the Community Development Council of Greater Memphis, presented a lending study of Shelby County (2012). Key findings in this report are:

- 1. Racial Disparity in Lending, documented in 2009 data is firmly entrenched in 2010.
- 2. Loan level lending disparity translates into continued and accelerating neighborhood level disparity.
- 3. Neighborhood lending disparity mirrors and aggravates fallout from foreclosure in a wide expanse of Memphis neighborhoods.

- 4. Neighborhood lending disparity and other housing market forces are pushing vulnerable "Zone 2"³ neighborhoods in the wrong direction.
- 5. The role of investors is growing and the impact on different kinds of neighborhoods is largely unstudied and unknown.

The Cleaborn Pointe Redevelopment Area is a distressed neighborhood with a large concentration of poverty and low income households. A majority of the area's families are living below the poverty level. This is one of the most densely populated areas with families below poverty, falling property values, and little, if any, housing market. The Federal Financial Institutions Examination Council reports show a very inactive investment profile compared with other

State	Code	Tract Code	Level	State vide not Elistado Llection Family Focame	2012 MEC Est. natissatio non-LISA Lib alledian family		Fract Median Family Income ii	Kedian Family Income	2012 Est Trace Bledian Family	Median Household Income
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7	157	114 00	Law	528 357	\$59 100	31 10	14180			59 580
7	157	118 (0)	Live	\$58 557	359 100	81.38	Annual control of the land of	-	327.945	

Census Tracts in the City. This Data is further supported by Chandler Reports that the sales in 38126 – South Memphis are insignificant compared to average Sales in Shelby County.

³Zones refer to Zone 1 refers to Distressed Neighborhoods, which 38126 South Memphis is a Zone 1, or the most Distressed. Zone 2 are Vulnerable and could go either way depending on factors such as being adjacent to a Zone 1 with no improvements, and Zone 3 is the Neighborhood of Choice.

Income and Employment

The median household income for the census tract containing the Renewal Area is among the poorest in the City of Memphis. According to the 2010 Census, the median household income was \$13,605, which is only 27 percent of the Memphis MSA median household income of \$40,487 for the year 2010. In the same year, only 77 individuals in the renewal area earned the Memphis MSA median household income.

According to the 2010 Census, the unemployment rate for the Cleaborn Point at Heritage Landing is 15 % compared to 7.7% for the City of Memphis. 1,505 persons are in the labor force which is 30 percent of the population. Fifty five percent of the population over the age of 15 or 2,786 people were not in the labor force.

Population Decline and Racial Segregation

The Cleaborn Pointe neighborhood population has declined in recent years. Residents with the means to choose better housing and safer neighborhoods have done so. This is also because of the removal of units from Foote Homes . From 1990 to 2000, the population of the area declined by nearly 50 percent; dropping from a total population of 16,551 individuals in 1990 to 7,787 individuals by 2000. The population of the City of Memphis rose more than one percent during the decade, due to annexation. In 2010, the population declined in the neighborhood 8 percent while the City of Memphis population fell by seven percent.

The Renewal area also reflects disproportionate number of races than compared to the Memphis MSA. African-Americans comprised 95 percent of the neighborhood's population, while whites only comprised 3 percent of the population.

Population loss is further indicated by Census Bureau Tract Consolidation

The decline in 38126 is further underscored by this realignment by the Census Bureau. These Census Tracts were consolidated from 7 to 4 in order to have population and demographics that were large enough to be statistically significant.

Education

The education attainment for residents 25 years and over is low in the CleabornPoint area. According to the 2007-2011 American Community Survey 5-year estimates, 32.1% percent of the area residents had graduated from high school and 29.2% had completed either the 9th to 11th grade with no diploma.

B. Existence of Blight

In 1954, in Memphis, African-American Edward O. Cleaborn received the Distinguished Service Cross posthumously. Cleaborn was honored by an official observance in Memphis, for covering the retreat of his comrades, including wounded friends, while under fire on a ridge near the village of Kuri, Korea. Cleaborn's parents, presented with the Distinguished Service Cross, were told how "their son had wiped out the Red machine-gun crews threatening Company A of the 24th Infantry Regiment. He mowed down enemy infiltrators which had outflanked the platoon, staying at his post firing his weapon until it grew hot enough to burn his hand. Everyone made it back, everyone except Private Cleaborn, a true Tennessee hero."

In that same year, 1954, Cleaborn Homes was constructed, consisting of traditional barracks-style development was located on S. Lauderdale Street in an area of South Downtown Memphis now known as Heritage Trail. For many years after its dedication Cleaborn Homes honored its namesake by providing quality shelter sanctuary to thousands of families in need. Fifty-five years later, what remained did not befit his legacy.

The 63 apartment buildings that contained 460 units and two non-residential buildings (Community Building and Maintenance Building) that comprised Cleaborn Homes (TN 1-8) have been demolished.

Currently, all of the residents of Cleaborn Pointe at Heritage Landing have been relocated from the site; demolition has been completed; and implementation of the Revitalization Plan for the Cleaborn Pointe at Heritage Landing site is underway.

Vandalism is rampant within the area. Buildings have become canvases for gang markings and abandoned homes can be found on adjacent streets. Evidence of blight can be found with the abundance of litter and trash thrown about St. Paul, Orleans, McKinley and Boyd Streets. Once the neighborhood elementary school, Alonzo Locke, has now become a condemned property that is in desperate need of removal.

There are over 1400 vacant properties surrounding the Cleaborn Pointe Renewal area. Very poor building conditions have been cited by the Shelby County Tax Assessors' office (see map).

Currently, all of the residents of Cleaborn Pointe at Heritage Landing have been relocated from the site; the site has been cleared; and implementation of the Revitalization Plan for the Cleaborn Pointe at Heritage Landing site is underway.

III. PROPOSED REDEVELOPMENT PLAN FOR THE CLEABORN POINTE AT HERITAGE LANDING

A. INTRODUCTION & OUTLINE

The City of Memphis has an opportunity today to transform one of its most devastated neighborhoods into a vibrant and attractive community. The hard work of many dedicated stakeholders makes this opportunity possible – and the fickle nature of federal funding and market cycles makes it imperative to seize this opportunity now. The Cleaborn Pointe at Heritage Landing Redevelopment Area will encompass the parcels that included Cleaborn Homes and the vacant Locke Elementary School site (reference legal description on page 1).

The Cleaborn Homes site was until recently home to 460 units in 63 barracks-style buildings plus an office building and community center building. They were arranged in a pattern of buildings set within two large superblocks with large expanses of uncontrolled common space, no clear sense of the fronts or backs of buildings, absent of streets, parking or a sense of security. All buildings were demolished in order to make way for a more compatible pattern of residential development, create the opportunity for new, safe and more desirable homes, streets and parks which support a better quality of life for the residents and those who live in the neighborhood. Most of the Cleaborn Homes site will be utilized for the revitalized housing portion of the plan, as well as several new streets, parking areas, and 1.47 acres of new park space. Approximately 3 acres of the site, that portion south of L.E. Brown Park and located along Georgia Avenue

at Orleans Street, will be left cleared for transfer of the property to the City of Memphis Parks Department in order to restore L.E. Brown Park as a large neighborhood park space but in a more accessible location at the corner of Georgia Avenue and Orleans Street.

On the Locke, off-site housing location, the vacant and unused school building will be demolished to make way for housing units for families in a typical pattern of buildings and streets with some park space along a central boulevard.

Concurrent Efforts

Several factors are converging in place and time to make this attempt for an Urban Renewal designation possible: concurrent planning efforts, a major federal funding opportunity, resident and community support, and a commitment to partnership.

Planning Efforts

The Downtown Memphis Commission (DMC) completed a plan for a larger area adjacent to the Cleaborn Pointe and Locke Elementary School properties. The South Forum Redevelopment Plan encompasses a 150 acre area bounded roughly by Mulberry, Danny Thomas, Linden, and GE Patterson. This plan also documents the preponderance of vacant land, vacant buildings, tax delinquent properties, crime as a concern, deteriorating infrastructure, and other conditions reflected in this document. The plan recommends the addition of affordable housing to the area, which will help to reduce the concentration of poverty in the area by encouraging mixed income neighborhoods and by offering better alternatives for public housing residents. The redevelopment of Cleaborn Pointe and Locke Elementary will help to further this recommendation. Other recommendations in the plan include the redevelopment of public park space, development of gateways, crime reduction, and code enforcement are also complementary to this revitalization effort.

HOPE VI Funding

The Memphis Housing Authority received a \$22 million grant for demolition and revitalization of the Cleaborn Homes public housing development. The HOPE VI funding will permit a mixed-income community to be developed on and around the Cleaborn Pointe at Heritage Landing site. Nearly \$60 million dollars of public and private funds required for the physical redevelopment activities at

Cleaborn Pointe are fully committed and include a mix of City funds, tax exempt bonds, and low income housing tax credit equity.

Public and private partnerships were fostered to make over \$80 million in investment into the area which will include social services and employment programs for public housing and other low-income residents of the neighborhood.

Resident & Community Support

During the HOPE VI planning process in 2009 for Cleaborn Pointe at Heritage Landing, neighborhood residents, MHA tenants, community groups, and institutions had the opportunity to participate in planning for the future of a newly revitalized neighborhood. The concept of an overall approach to an area larger than the Cleaborn Pointe at Heritage Landing site gained wide acceptance. Residents and institutions continue to hope for such an approach.

The Women's Foundation for a Greater Memphis and Urban Strategies Memphis HOPE are committed to support programs for residents to reach and maintain economic self-sufficiency. The Emmanuel Episcopal Center has been supporting the residents of Cleaborn Homes by providing after-school programs, computer learning, and recreational programs for many years, making Emmanuel Center an indispensible partner in the revitalization of the site. Other organizations included in the Community Supportive Service efforts are the Rise Foundation, Workforce Investment Network, and Memphis City Schools, YWCA, Boys and Girls Clubs, Streets Ministries, and a variety of faith-based organizations.

Commitment to Partnership

Many institutions have embraced the concept of collaborating on a comprehensive redevelopment. The Women's Foundation, Emmanuel Episcopal Center, the YWCA, Streets Ministries, Memphis City Schools, local faith-based institutions, and the Boys and Girls Club are all active in efforts to improve this area significantly. All support efforts to recreate a neighborhood in the void that currently exists. This is a tremendous opportunity to bring these partners together to create a new community that will complement all other efforts and bring a new energy to this neighborhood and complement the renaissance that downtown Memphis is currently experiencing.

The Impact of the Plan

The plan addresses the persistent slum and blight of this area by creating an appropriately dense, low-rise residential neighborhood, characterized by:

Quality

The Plan envisions quality controls in the development of new housing that incorporates the distinct historic architectural character that has made other Memphis neighborhoods so successful. Quality extends beyond the building footprint to landscaping, streetscape, roadway design, parks, and appropriate mixed-use development.

Mixed-Income

This Plan embraces the concept of housing choices for all – for all income brackets, public housing residents, families, singles and couples. This approach creates a truly diverse and integrated community – economically, racially, and generationally diverse.

Infrastructure Investment

The Plan recognizes the importance of creating an infrastructure that works: a street grid that connects people to employment and transportation; sidewalks and street trees that create a friendly, walkable neighborhood; and improving any weaknesses in basic systems and services such as water, sewer, and utilities.

Open Space

This plan incorporates usable, attractive open space and recreational areas. A successful neighborhood needs greenspace: recreational opportunities and a place to connect with neighbors.

In summary, this Plan is about links: linking people of all income brackets to many quality housing choices; linking sections of the community that have been cut off from each other; linking residents to jobs and to transportation; linking employers to housing opportunities for their employees; and linking Memphians to each other in an energetic new community.

Findings necessary for the creation of a redevelopment strategy

Finding 1:

The Establishment of Mixed-Income Communities

Currently, there is a strong commitment by HUD, MHA, the Mayor of Memphis, and the local community to eliminate huge concentrations of people in traditional public housing developments. Well-planned and well-designed low-rise, mixed-income communities with a variety of quality housing choices (including rental and home ownership) provide a safe and healthy environment over the long term. The MHA seeks to locate public housing residents in smaller developments in diverse communities such as the one envisioned in this Plan. The federal HOPE VI Initiative provides the means to carry out large-scale mixed-income developments, and is an excellent tool to use in the revitalization of large areas.

The requirement and desire to replace conventional public housing with mixed income communities will necessarily require that there will be fewer public housing units. The MHA will continue to provide viable, safe, and decent housing opportunities for people who cannot afford market rate housing. This is an especially critical issue in Memphis, given the level of poverty, poor housing conditions, and credit histories of many Memphians, particularly those whose incomes are below moderate and low income thresholds.

Finding 2:

The Age of Public Housing in Memphis

MHA's remaining traditional public housing facilities are old, dilapidated, and in serious need of refurbishment, rehabilitation, or replacement. With the exception of those developments established under the HOPE VI program, all of the agency's developments were constructed between 1938 and 1974. Many of the facilities have experienced deferred maintenance and serious neglect. As a result, many of the facilities have failed the congressionally mandated HUD 202 viability test and will require replacement or major renovation in the future. The Cleaborn Homes development was a prime example of a failed public housing project. Its obsolete layout, small units, physically deteriorated condition, and unsafe site plan qualified the development for tenant relocation, demolition and redevelopment under HUD regulations.

Finding 3:

Lack of Sufficient Funding from HUD to Replace, Renovate, or Repair Facilities

In the recent past, annual funding to MHA from HUD for capital replacements and renovation has averaged approximately \$12 million per year. Recently, however, the MHA has experienced a cut in funding to \$7.6 million based on the existing developments in its portfolio. Of this amount, approximately 20 percent in administrative/operating expenses and information systems must be funded. The remaining \$6 million is not sufficient to address the priority capital needs of the agency.

Finding 4:

Reduction of Public Housing in the Future vs. Current and Future Demand for Public Housing

The demand for public housing is strong as evidenced by the number of inquiries for newly renovated properties and the tremendous demand for Section 8 vouchers. This validates the strong demand for affordable housing in Memphis. While it is important to reduce the density of public housing units and have mixed income communities, it is critical to provide an adequate number of units for the large number of low income persons who need housing in the city of Memphis.

Finding 5:

The Need to Expand the Locations of Public Housing in Memphis

Most of the current public housing units are located in the inner-city area. While this allows easy access to public transportation, downtown, and medical facilities, it does not allow access to major employment centers located in east, southeast, and northeast Memphis. Due to the inability of the City's public transit systems to effectively service areas outside of the Interstate 240 loop and the low amount of automobile ownership among public housing residents, access to key employment centers and jobs is difficult for many residents.

As a result, there is a need to expand the number of public housing sites by either acquiring new sites or locating a small percentage of residents in several locations, either through tax incentives to property owners or acquiring various sites/shares or sites through joint ownership opportunities.

B. LEGISLATIVE AUTHORITY

Tennessee Code Annotated §13-20-202 sets forth the powers of housing authorities with respect to the redevelopment of blighted areas. In this section, housing authorities are permitted to take the following measures to establish redevelopment and to remove slum and blight:

- 1. Acquire blighted areas.
- 2. Acquire real property for the purpose of removing, preventing, or reducing blight.
- 3. Acquire real property where the condition of the title, the diverse ownership of the real property to be assembled, the street or lot layouts, or other conditions prevent a proper development of the property and where the acquisition of the area by the authority is necessary to carry out a redevelopment plan.
- 4. Clear any areas acquired for uses in accordance with the redevelopment plan.
- 5. Sell or lease land so acquired for uses in accordance with the redevelopment plan.
- 6. Accomplish a combination of the foregoing to carry out a redevelopment plan.
- 7. Have and enjoy all of the rights, privileges, and immunities granted to housing authorities under such law, and/or under any special act by which the authority may have been created, and/or any other provisions of the law relating to slum clearance and housing projects for persons of low income; and
- 8. Borrow upon its notes, bonds, or other evidences of indebtedness to finance any of the foregoing and to carry out a redevelopment plan and secure the same by pledges of its income and revenues, generally, or its income and revenues from a particular redevelopment project or projects, including moneys received by any authority and placed in a special fund or funds pursuant to tax increment financing provisions contained in a redevelopment plan, or from grants or contributions from any government, or in any other manner.

Nothing contained in §13-20-113, §13-20-413 and/or in any special municipal housing authorities law shall be construed as limiting the power of an authority, in the event of default by a purchaser or lessee of land in a redevelopment plan, to acquire property and operate it free from restriction contained in §13-20-113

and §13-20-413, or in any special statute as aforementioned relating to tenant selection or operation with profit.

Tennessee Code Annotated §13-20-203 prescribes the requirements for carrying out a redevelopment project. Among these is the requirement that the governing body of the municipality in which the redevelopment is situated approve a redevelopment plan which provides an outline for the redevelopment of the area, and is sufficiently complete to:

- 1. Indicate its relationship to definite local objectives as to appropriate land uses and improved traffic, public transportation, public utilities, recreational and community facilities, and other public improvements;
- 2. Indicate proposed land uses and building requirements in the area; and
- 3. Indicate the method of temporary relocation of persons living in the redevelopment area, and also the method of providing (unless already available) decent, safe, and sanitary dwellings substantially equal in number to the number of substandard dwellings to be cleared from the area, at rents within the financial reach of the income groups displaced from such substandard dwellings.

C. BOUNDARIES OF THE DEVELOPMENT

The established boundaries for Area A of the Cleaborn Pointe at Heritage Landing Redevelopment area are South Lauderdale on the West, Grace Alley and Bowdre Alley on the north, and Unnamed Alley and Orleans on the east and Georgia Avenue on the south. The established boundaries for Area B of the Cleaborn Pointe at Heritage Landing Redevelopment Area are lots 5-11 of the Trezevant Subdivision between Orleans on the West, St. Paul on the South, Boyd on the East, and Vance Avenue Elementary School on the North.

Streets contained within these boundaries include: St. Paul, Brown Mall, Handy Mall, Kings Alley, and Cynthia Place.

D. GOALS & OBJECTIVES

Pursuant to Tennessee Code Annotated §13-20-201, et seq., the Memphis Housing Authority has proposed the following goals and objectives for the redevelopment of its public housing facilities:

Goal: To increase development and enhance the tax base for the surrounding areas.

Objective: To develop modernized safe, sanitary, and aesthetically sound public and private housing facilities. The Cleaborn Pointe at Heritage Landing Redevelopment Plan will accomplish this by redeveloping underutilized areas with new residential development; increasing density; vastly improving infrastructure and street layouts; and creating a stable neighborhood that includes renters and homeowners.

Goal: To increase the housing stock for the citizens of Memphis.

Objective: To encourage the adaptive use and reuse of appropriate structures within the proposed redevelopment area to provide affordable housing, as well as to establish mixed income communities. The Plan will increase housing stock, providing new, quality housing, affordable to low- and moderate-income residents. The Plan will also create an economically diverse neighborhood by providing market rate apartments and homeownership in the surrounding area.

Goal: To rebuild neighborhood services.

Objective: As part of the HOPE VI revitalization, a new 2,500 sq. ft. free standing management facility and clubhouse that will serve the entire development will be constructed on Lauderdale Street in the large park space in the middle of the site. The clubhouse will include a community meeting room, computer room, and exercise facilities. The senior building will also include approximately 8,000 sq. ft. of activities rooms, exercise facilities, and a health clinic that will serve the elderly that live in the building.

Goal: To improve public safety.

Objective: Facilitate the development of unused and underutilized parcels to reduce harbors for vagrancy and criminal activity. The Plan restores a sense of neighborhood to a devastated area. Vacant and dilapidated buildings will be removed, appropriate density will be developed, and the street grid will be improved to allow safe vehicle and pedestrian access.

Goal: To support the use of programs that enhances self sufficiency.

Objective: To introduce a social services component in the redevelopment plan that focuses on the development of human capital. Social services are a key part of this effort. MHA, in partnership with the Women's Foundation for a Greater Memphis and Urban Strategies Memphis HOPE brings a great deal of experience to the social services component. The HOPE VI program will fund a comprehensive approach to improving the lives of neighborhood residents.

Goal: To preserve important cultural resources.

Objective: There are a number of important cultural resources that are in close proximity to the Cleaborn Pointe at Heritage Landing redevelopment area. The revitalization of the Cleaborn site will support the redevelopment or preservation of these resources by removing the blight associated with Cleaborn Homes and Locke Elementary.

Goal: To decrease area vacancies.

Objective: To encourage the development of vacant and underutilized land by private entities. This Plan will not be completed without an effective partnership among MHA, the private sector, and residents. MHA has an experienced and knowledgeable private developer who is leading the effort to transform the Cleaborn Homes and Locke Elementary School sites, and that residents will have meaningful input into the development process.

Goal: To create jobs.

Objective: To use redevelopment efforts as opportunities for employment by local area residents. To provide incentives to developers, if so procured, that will encourage the hiring of community residents. This Plan has the potential to create jobs for residents during construction. MHA will require the hiring of local residents, including public housing residents, in every phase of the development.

E. RELATIONSHIP TO LOCAL OBJECTIVES

City of Choice/Blueprint for Prosperity

The City of Choice and Blueprint for Prosperity initiatives recognize that poverty is the underlying cause of many symptoms that exist throughout the City. The first step in addressing this is housing. Housing, especially affordable housing is the key to stability for people in poverty. Once a person or family is in a stable environment, they can be connected to services no matter where they are.

Poverty in Memphis is concentrated in an area plagued by foreclosures, joblessness, crime, welfare dependency and other debilitating issues that define a multi-generational poverty that is a birthright for two out of five children born in Memphis. But the statistics do little justice to the human toll in this area and the social costs for our entire community.

In the "Blueprint for Prosperity", it is described that in the area of poverty concentration for Memphis, which is roughly the size of Chattanooga, hopelessness corrodes family and civic institutions, where frayed public services and poor public facilities sends the message to families that their own city places little value on them, and where lack of choices presents too many people with selecting the best option from a list of bad ones.

And yet, this area is also known for a unique brand of pride that weds people to their neighborhoods, that produces special church-based outreach for neighbors to help neighbors, and that inspires Memphians and Memphis organizations to reach out to find new ways to attack the problems there. Addressing this geography of poverty in new and innovative ways is a crucial objective of the City of Memphis's City of Choice vision as described by Mayor Wharton:

"Memphis is a city of choice. Middle income families live here, all students have options for the future, poor families move into the economic mainstream, and talented workers are developed, attracted, and retained. A City of Choice must provide choices for everyone."

In seeing these challenges and opportunities in a new light, strategies are being interrelated and interwoven so they can change the trajectory of the residents in the geography of poverty, and city government ensures that its initiatives on many fronts – reinvention of public housing, neighborhood enhancements, better public transit, support for minority business entrepreneurs, and more – converge to create a new foundation for change and an end to silo thinking.

It is in taking this connective view that the City of Choice creates a new lens for examining, evaluating, and addressing Memphis's challenges and opportunities, chief among them poverty, the single issue most defining the future of our city.

Clearly, the revitalization of Cleaborn Pointe and Locke Elementary, will further the goals of the City of Choice and Blueprint for Prosperity Initiatives by providing quality housing and supportive services aimed at moving the residents of this community toward self-sufficiency.

F. CRIME STATISTICS

The table below illustrates the extremely high crime rate in the neighborhood surrounding Cleaborn Pointe at Heritage Landing. The table outlines the various Part 1 crimes that have occurred within the 38126 zip code. Crime data corresponds with the larger Cleaborn Pointe at Heritage Landing neighborhood, covering the

38126 zip code (see map).

	7012	o zip code (s	see map) <u>. </u>				•	
38126	Year	Homicide	Rape	Robbery	Aggravated Assault	Burglary	Auto Theft	Larceny	Tota
200)5	1	8	93	218	284	98	AFF	
200	6	9	12	115	221			477	1179
200	7	4	13			371	<i>7</i> 5	428	123
200	Q	7		135	234	298	108	446	1238
		/	21	144	231	301	72	390	1166
200		4	17	118	199	234	60		
201	0	2	5	88	149			316	948
201	1	3	13			252	45	286	827
2012				87	134	180	33	242	692
		6	13	74	113	118	35	208	567
3812	6	Total	53	152	1223	2211	3390	928	4309

Part I Crimes-Rate per 1,000 Population in Cleaborn Pointe at Heritage Landing, Source: Memphis Police Department

Trend data for total Part I crimes (homicide, aggravated assault, rape, robbery, burglary, auto theft, larceny) shows improvement since 2005, however part I crimes in the Cleaborn Pointe area has remained constant, counter to trends nationally, and in the city.

In addition to statistical evidence of an inordinate crime problem surrounding Cleaborn Pointe at Heritage Landing, residents of the development reported in focus group workshops that petty and serious crime are prevalent in the area and have a very negative effect on quality of life.

G. LAND USE PLAN

PERMITTED USES

General Residential

The Revitalization plan proposes 381 new multi-family and senior housing. The development is phased over four phases. The unit count and type are provided in the table below.

Unit Type	No.
Garden (Walkup) Apartment	62
Rowhouse	235
Senior (Mid-Rise)	84
Total	381

Mixed Use

No mixed-use development is currently planned for this development.

Public & Institutional

The Plan seeks to accommodate strong institutional anchors and partners such as the Vance Middle, Booker T. Washington High School, Southwestern Tennessee Community College, the Public Library, Boys & Girls Club, YWCA, Metropolitan Inter-Faith Association, as well as the Streets Ministries and the Emmanuel Episcopal Center.

The Plan will be coordinated with the planning efforts of all other institutions and the public sector. MHA has already been working with the leadership of these institutions to develop a coordinated approach to housing and other types of development.

Commercial Services

The Plan makes a concerted effort to work with area commercial uses along Vance Avenue to a more appropriate pedestrian friendly environment where residents will have access to goods and services while maintaining a safe environment.

General Business

The Plan seeks to promote economic development in the area by alleviating blight in the residential areas to encourage investment in the area.

GENERAL REGULATIONS AND CONTROLS

Site Plan

Map Exhibit 7 show the proposed site plan and phasing plan for the proposed redevelopment area. The site plan shows the predominance of residential development and the coordination of uses in a logical and complementary way. Vacant and dilapidated residential property and vacant land are hoped to be eliminated and replaced with a mixed-income senior and multi-family housing.

Open space is a key component of this plan. In an area that has been devoid of open space and recreational opportunity for too long, the plan provides a large park area, smaller neighborhood parks, and tree-lined streets throughout.

Landscape Treatment

Landscaping is a critical element in the plan, at the individual development level and in streets and walkways. Each individual development will be required to include appropriate landscaping. The redevelopment plan also includes a significant amount of greenspace.

Buffering and Pollution Reduction

The landscape plan for the redevelopment includes tree-lined streets along Cynthia Street and St. Paul Avenue. In addition, at the southern portion of the site, there is a drainage culvert that creates a buffer between the housing development and L.E. Brown Park.

Exterior Design -- Design Review

All new construction will be subject to strict design review standards to be developed by MHA in conjunction with planning experts and neighborhood stakeholders. Architecture of new developments will include characteristics of the adjacent neighborhoods.

Construction Approvals

Currently, construction is nearly complete on the Phase I Senior Development, and construction is beginning on the Phase II Family site. Phase III approvals are underway and Phase IV is scheduled to begin in 2014.

Off Street Parking - Lots and Fencing

Parking lots can be accessed from the back of the units. Alleyways also move parking off of residential streets and create a more pedestrian-friendly, neighborhood environment. Perimeter fencing is provided in key locations along the perimeter of the development and around where needed for additional security and safety.

Signs

There is limited signage for this development. We have planned an entry sign at the corner of S. Lauderdale Avenue and St. Paul Avenue. Small directional will be provided throughout the site.

Temporary Structures and Alternate Uses - Not Applicable

Historic Compatibility

Up until now, the proposed redevelopment area has been cut off physically and socially from surrounding residential neighborhoods. The redevelopment is an opportunity to tie the entire area back into the surrounding neighborhoods not only through improved streets and coordinated development activities, but also by bringing the distinct architectural character of Memphis' historic neighborhoods into the new community. The surrounding area is replete with examples of attractive historic architecture dating back to the turn of the century. By including elements of varied historic architectural styles in the new

development, a seamless connection is created between the redevelopment area and surrounding neighborhoods. This is important to break down the real and perceived segregation of this area from its neighbors.

Demolition

Demolition already occurred for the Cleaborn Homes Site. However, the old Locke Elementary Building will need to be demolished due to the state of this dilapidated and vacant structure.

Duration of Land Use Controls

To protect the affordability of housing for the long term, MHA will employ land use controls in cooperation with private developers. One commonly-used tool, especially in HOPE VI developments, is for the MHA to own the land and lease it under a long-term ground lease to private developer(s). Affordability restrictions and public housing agreements run with the land, ensuring housing affordability and availability for the future.

LAND ACQUISITION

Currently, there are only two acquisitions that are planned which involve:

- A transfer of a portion of L.E. Brown Park owned by City Parks and a parcel owned by MHA; and
- 2. A donation of the Locke Elementary Site to MHA by the School Board.

MHA may also acquire or lease parcels in the redevelopment area through private negotiations as determined necessary to ensure that development is coordinated. MHA may have the power of eminent domain and may use this as a last resort.

OFF STREET LOADING AND UN-LOADING - Not Applicable

REDEVELOPER'S OBLIGATION & LAND USE CONTROLS

By keeping ownership of the land and providing a ground lease to the developer, MHA will have a mechanism in place to ensure that slum and blight does not reoccur. In addition, MHA required the developer to select a highly qualified property management firm. Strict design and development standards, and close oversight during construction, will also be used to make sure that the ultimate development product is of the highest quality.

RELOCATION ASSISTANCE

MHA has moved all of the Cleaborn Homes residents according to the standards of the Uniform Relocation Act. The relocation process is complete at this point and demolition activities have occurred on residential properties. Impacted residents have the opportunity to choose housing within the new development if qualified. As appropriate, commercial relocation will be implemented according to federal regulations as well. This would be an opportunity to improve the business environment for industrial and commercial users by offering them space in modern, more easily accessible locations in the Memphis area.

TAX INCREMENT - NOT APPLICABLE

PROCEDURE FOR CHANGES IN THE APPROVED PLAN

This plan is a conceptual plan. Before development proceeds, more detailed planning will be done for each proposed phase. Proposed land uses and other features may change with the permission of MHA. Changes in market conditions, environmental factors, and other planning efforts may all affect the proposed plan and may require changes in one or more phases of the Plan.

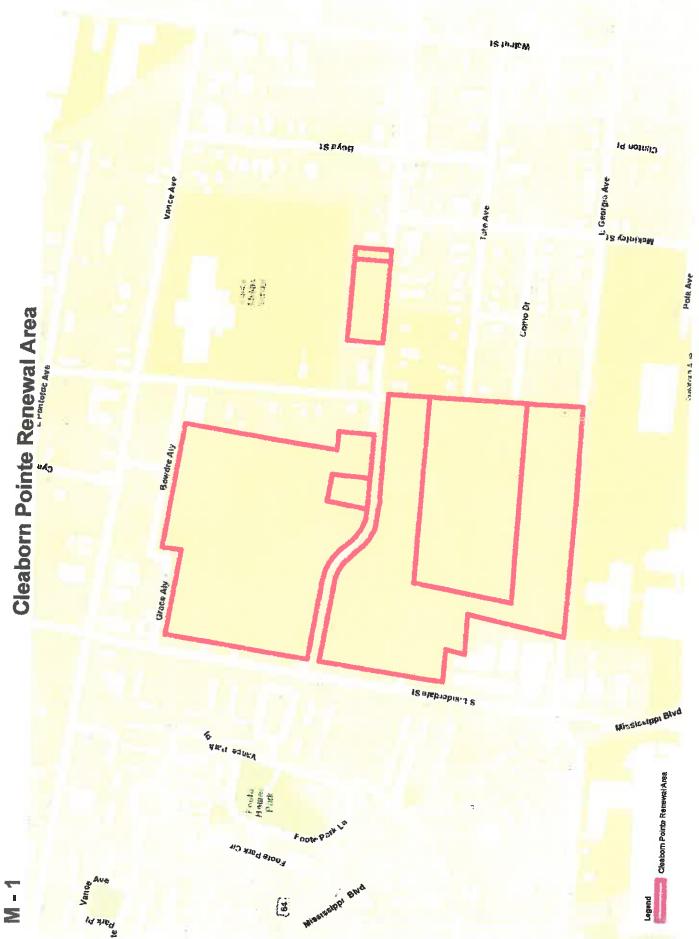
In order to meet the requirements of the HOPE VI process, an intense planning process took place during the application process and afterwards. This very inclusive process allowed residents, neighborhood groups, and various stakeholders to offer suggestions and comments on a large area of the planned residential development. Beyond the HOPE VI process, and the phases already underway, the plan for the later phases is tentative and open to change.

SEVERABILITY - Not Applicable

CLEABORN POINTE REDEVELOPMENT PLAN

MAP CONTENTS

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Proposed Cleaborn Pointe	
Master Plan Unit Counts and Phasing	M-7
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Cleaborn Pointe at Heritage Landing

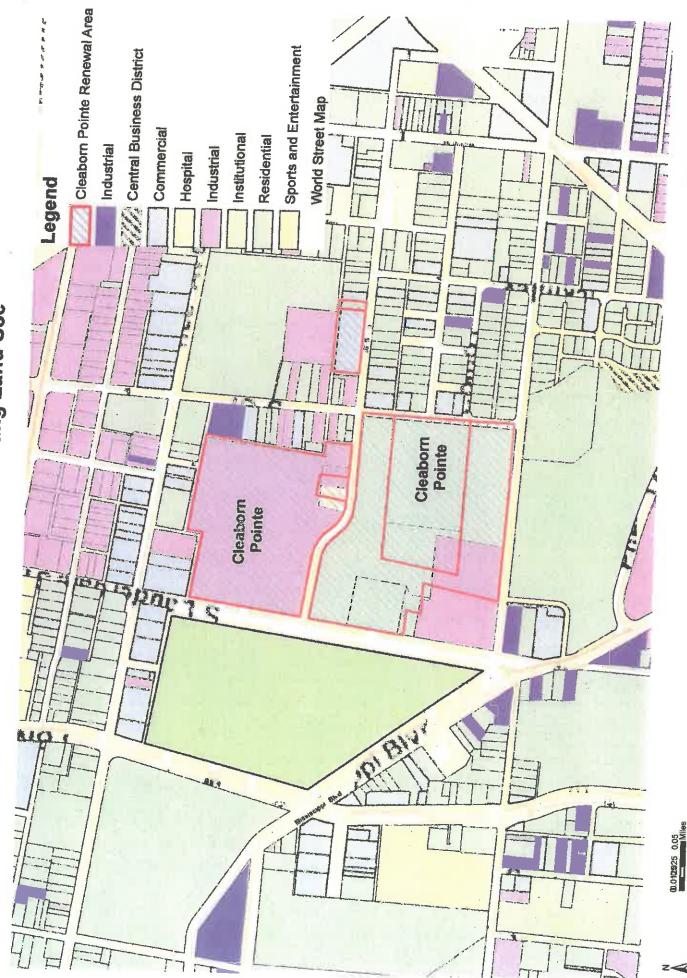
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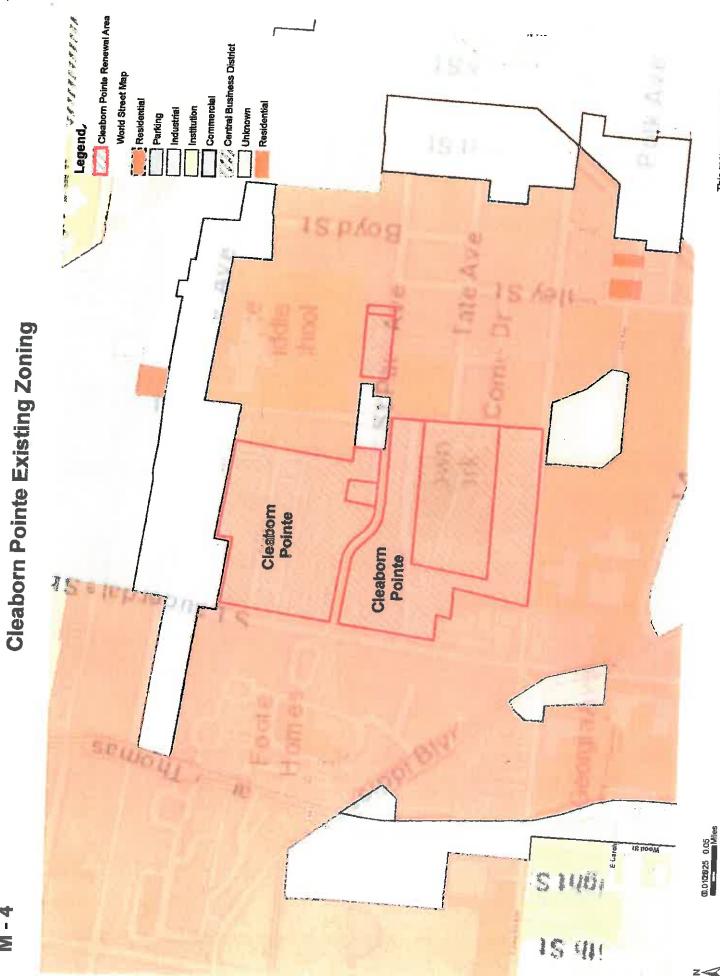
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Cleaborn Pointe Existing Land Use



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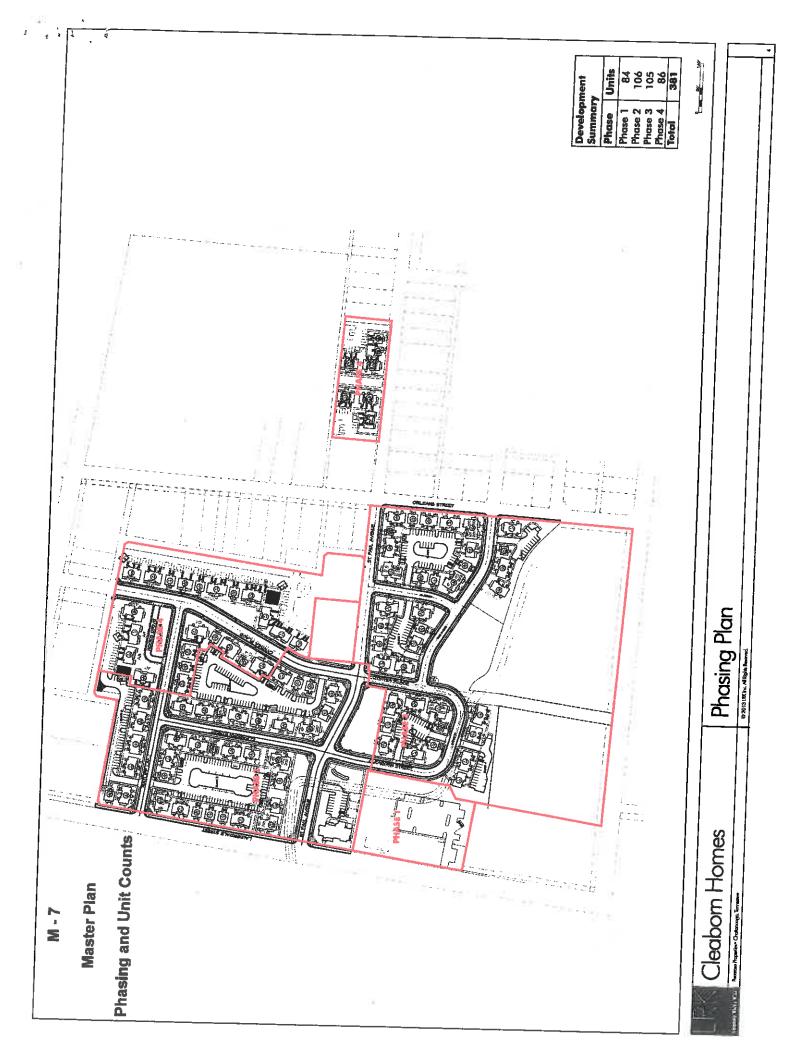
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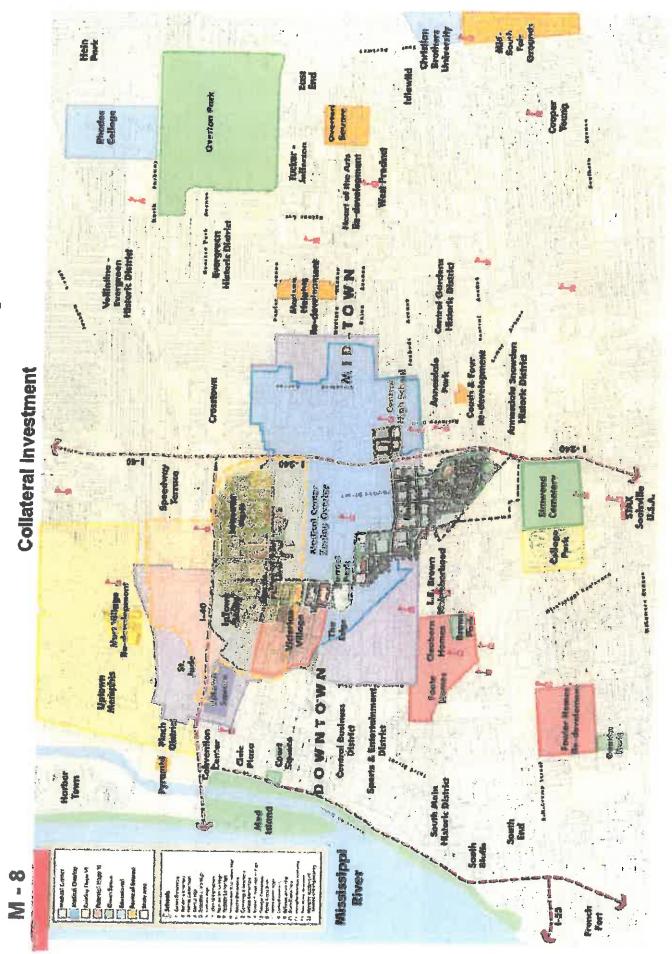
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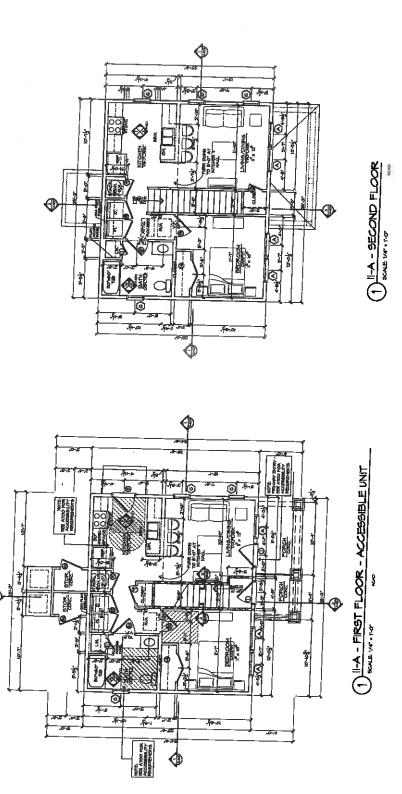
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Cleaborn Pointe at Heritage Landing



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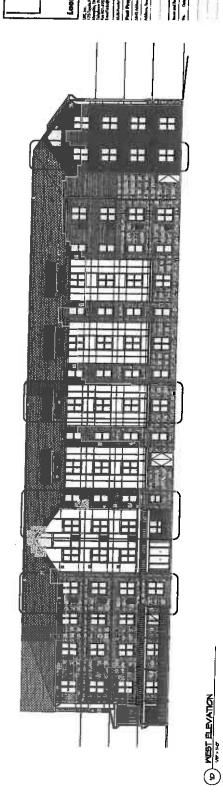
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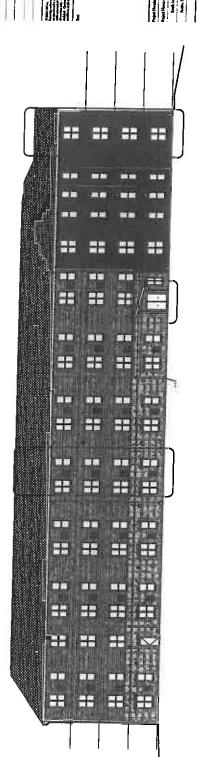
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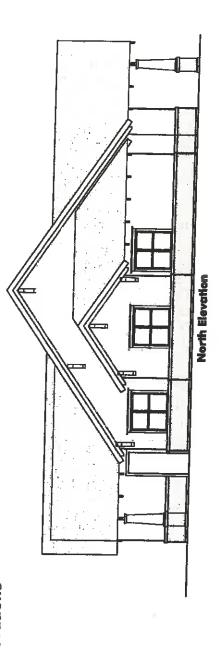
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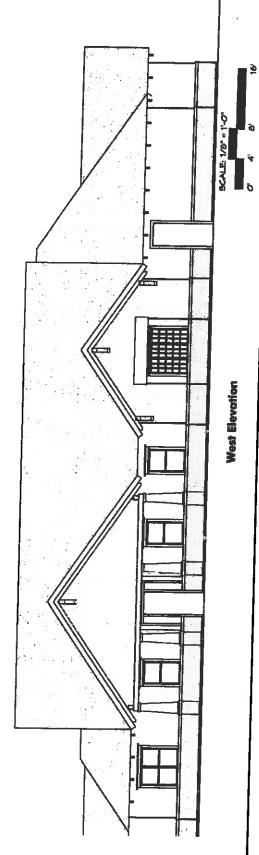




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Floorplans and Elevations





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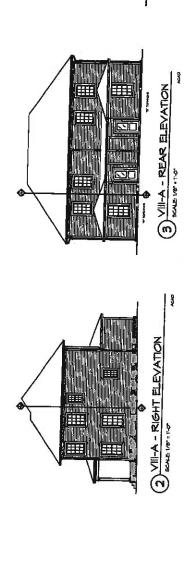
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Floorplans and Elevations

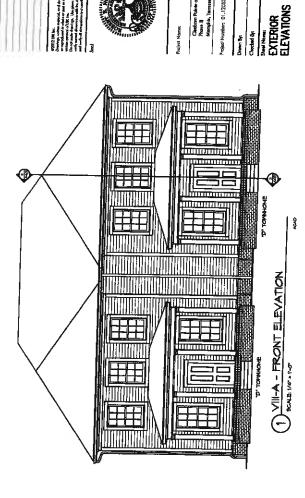


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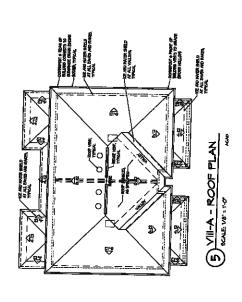
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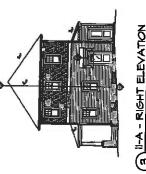
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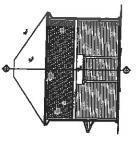
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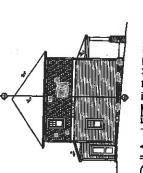
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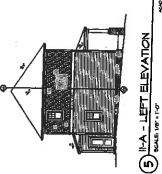


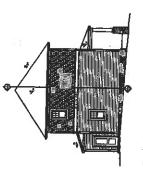
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4 II-A - REAR ELEVATION



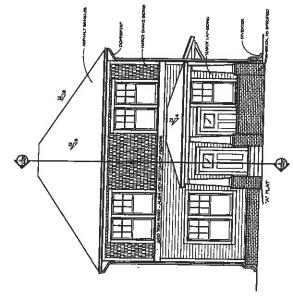




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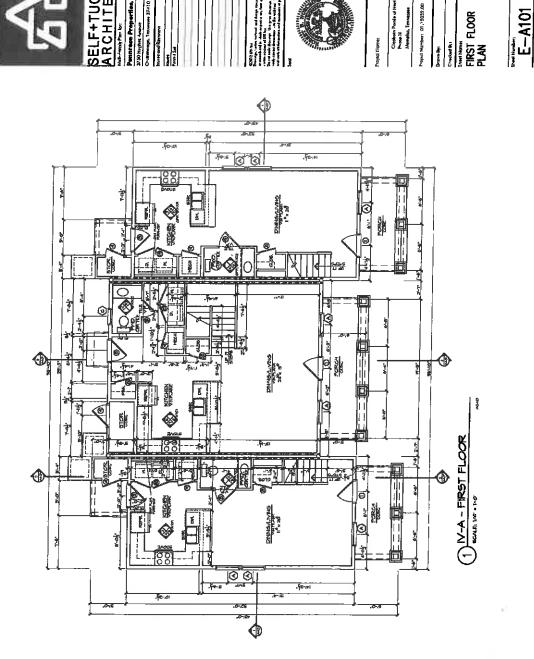
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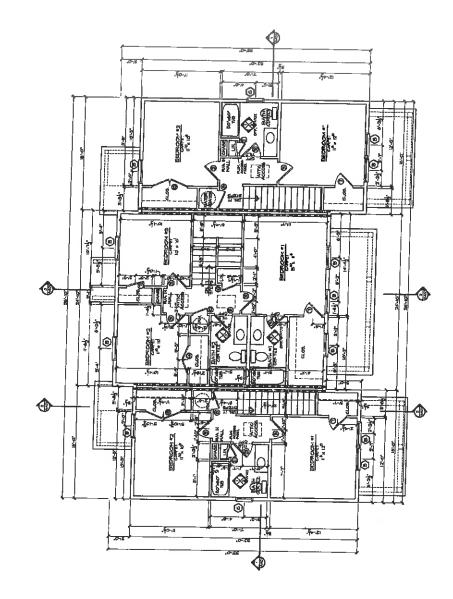
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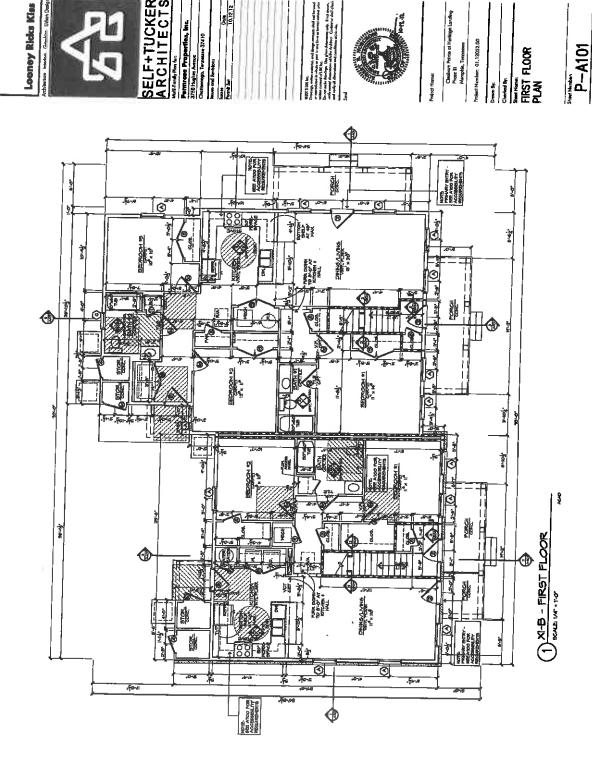
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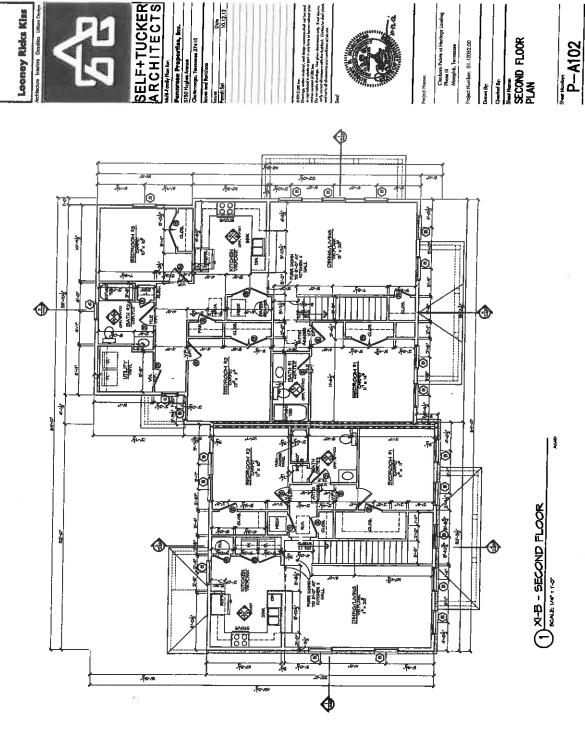
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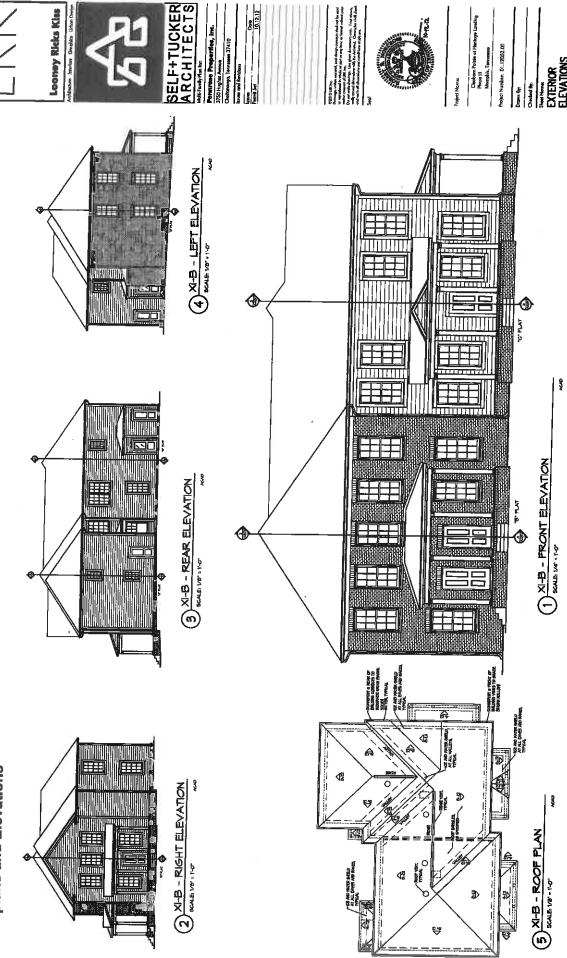


Floorplans and Elevations

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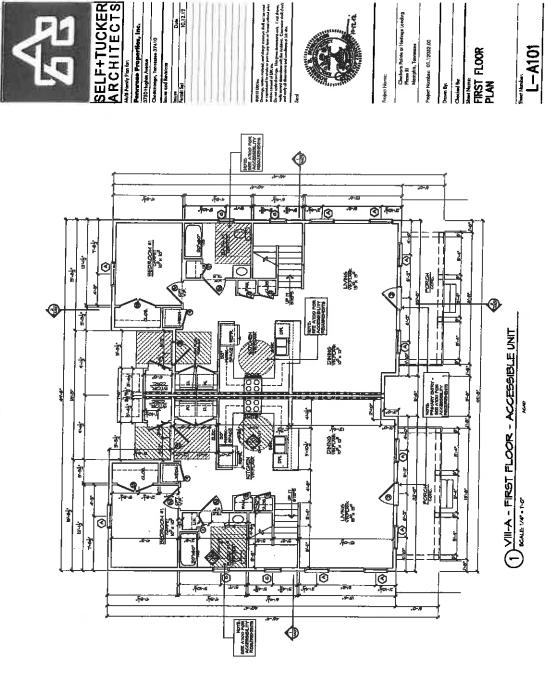


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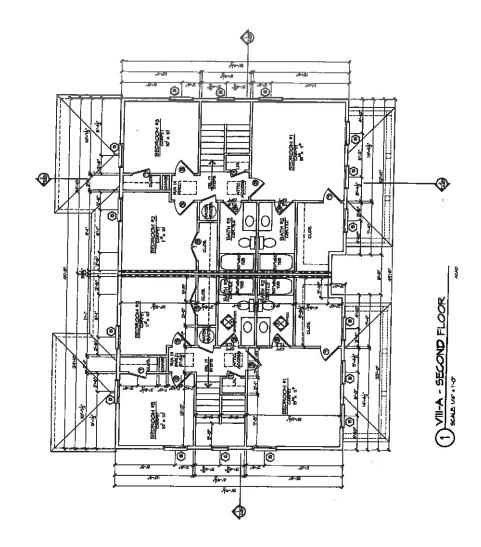
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